DOCUMENT RESUME

ED 330 404 JC 910 192

TITLE Toward Human Resource Development: Position Statement on the Reauthorization of the Higher Education Act.

INSTITUTION American Association of Community and Junior Colleges, Washington, D.C.; Association of Community Coll. Trustees, Annandale, Va.

PUB DATE 91

NOTE 13p.

PUB TYPE Viewpoints (Opinion/Position Papers, Essays, etc.) (120)

EDRS PRICE MF01/PC01 Plus Postage.

DESCRIPTORS College Role; Community Colleges; *Economic Development; Educational Change; *Educational Development; *Educational Legislation; Educational Planning; Endowment Funds; Futures (of Society); Government Role; *Grants; Higher Education; *Human Capital; *Labor Force Development; Minority Groups; Minority Group Teachers; Role of Education; Student Financial Aid; Two Year Colleges

ABSTRACT

A national strategy for human resource development is urgently needed to meet the challenges posed by demographic changes, global competition, accelerating technological change, low levels of adult literacy, and outmoded educational practices and standards. While the reauthorization of the Higher Education Act could serve as the cornerstone of such a strategy, the Act lacks a unifying theme or focus. The Act is a collection of special-interest programs that largely take the national interest for granted. This position statement of the American Association of Community and Junior Colleges and the Association of Community College Trustees reviews the major components within each of the 11 Titles of the Act, pointing out the weaknesses in each, and recommending alterations and additions to the legislation that would make it more effective. The six priority recommendations presented in the report are as follows: (1) the Pell Grant should become an entitlement designed to ensure that the neediest students can complete at least one year of postsecondary study without loans; (2) student aid delivery should be simplified; (3) a national network of college-employer partnerships should be mandated; (4) an initiative in "pipeline" articulation should be introduced to increase the flow and retention of transfer students; (5) an Urban Extension Service should be established to help urban community colleges spearhead solutions to the grave urban problems; (6) a position of Assistant Secretary for Adult and Community College Education should be established to strengthen programs and improve interagency cooperation. (PAA)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED330404

Toward Human Resource Development

Position Statement on the

Reauthorization of the Higher Education Act

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

S. Hutchins

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

X This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

JC 910 192

Association of Community College Trustees

American Association of Community and Junior Colleges

American education is faced with a challenge of unprecedented severity and urgency. The challenge is part demographic change, part global competition, part accelerating technological change, part worker and adult literacy, part outmoded educational practices and standards – problems exacerbated by the absence of a national strategy to address the challenge.

More and more policy-makers of both the private and public sectors are reaching one consensus: the United States must build a world-class workforce to sustain its leadership in science and industry and to renew the American Dream. The workforce that meets America's needs will seek both civic and marketable skills through lifelong learning.

The Association of Community College Trustees and the American Association of Community and Junior Colleges have long encouraged such a consensus. The National Governors Association (NGA) summed up the challenge in its 1990 report, "Excellence at Work," which finds:

> Increasing the competitiveness of the American workplace is a matter of national economic survival . . . All workers must dedicate themselves to increasing their skills and education while assuming greater responsibility for the quality of their work and the overall productivity of the firms in which they work . . .
>
> Higher order learning skills and state-of-the-art occupational skills will be the hallmark of the American workforce in the coming decades . . .
>
> Accelerating demands for new and advanced skills necessary for the competitive global economy will require access to relevant skill upgrading for all workers throughout their careers . . .

The urgency is underscored by the widely acclaimed report, "America's Choice: High Skills or Low Wages," in which the Commission on the Skills of the American Workforce concludes:

> The key to maintaining, to say nothing of improving, our standard of living is productivity growth – more products and services from every member of the workforce.
>
> But, during the past two decades, our productivity growth has slowed to a crawl. It now takes nearly three years to achieve the same productivity improvement we used to achieve in one year.
>
> If productivity continues to falter, we can expect one of two futures. Either the top 30 percent of our population will grow wealthier while the bottom 70 percent becomes progressively poorer or we all slide into relative poverty together.

In the view of the Association of Community College Trustees and the American Association of Community and Junior Colleges, a national strategy for human resource development is urgently needed to meet the challenge.

Clearly, global competition and demographics are pushing the challenge into a tight timeframe; according to an American Council on Education analysis, the strong growth of the Hispanic population is continuing into the 1990s while the relative percentage of its youth completing high school is still declining.

Higher education bears a large responsibility for helping build such a strategy. It must recognize that today's traditional student is the working adult, and must program itself accordingly.

Community, technical, and junior colleges (hereafter all included under the phrase community college) see the reauthorization of the Higher Education Act as an opportunity for bold and decisive action, the opportunity to make the Act a cornerstone of a national strategy for human resource development.

The current Act lacks a unifying theme or focus. Title IV aside, the Act is a collection of special-interest programs that largely take the national interest for granted. Starting with this reauthorization, the various federal incentives that foster and enhance career competencies should be integrated into a coherent and cohesive plan – a strategy embodying these principles:

- Federal incentives aimed at career competency enhancement should be orchestrated into a coherent national strategy.
- Federal incentives should be aimed at stimulating collaborations between educational institutions and public and private employers. These incentives should enhance the flow of state-of-the-art technical equipment, facilities, and materials to those institutions that are critical to the delivery of a world-class workforce.
- Incentives should favor those institutions that have demonstrated a capacity and willingness to meet the challenges of demographic change, adult literacy, and technical literacy in the workplace.
- As the largest system of higher education and formal workforce training, community colleges should be consistently represented in policy-making bodies at national, state, and local levels to enhance program coordination.
- Federal incentives should also help communities and local institutions to mesh volunteer services with educational goals.

■ Special attention must be given toward coordinating the various federally funded human resource development programs.

The national interest will be best served if reauthorization targets those areas where higher education can do the most to strengthen human resource development and American productivity. Community colleges see three priorities as paramount:

■ To achieve a world-class workforce, education must both turn back the tides of adult and workplace illiteracy and satisfy the specific skill needs of the employer community.;

■ American research, technology, and science must be kept at the cutting edge, and technology transfer given strong emphasis and support.

■ The teaching profession must be strengthened on every level, especially in mathematics, science and communications skills, and technological breakthroughs used to enhance both teaching practices and student assessment.

Without a better and more culturally diverse supply of classroom teachers on every level, the first two goals will be elusive, if not unattainable. A democratic society undervalues its teachers at its own peril; at the same time, educators and teachers should take the lead in changing the archaic school year and the misguided pecking order of academe. Good pre-school and elementary school teachers are easily as important to America's future as the most learned professors.

ACCT and AACJC consider six priorities as essential to make the Higher Education Act the cornerstone of a national strategy for human resource development:

■ The Pell Grant should become an ***entitlement*** – designed to ensure that the neediest students can complete at least one year of postsecondary study without loans.

■ Student aid delivery should be simplified for both students and institutions, and the deficiencies in departmental management of the programs should be rectified.

■ Titles I and XI should be replaced by a national network of employer-college partnerships for human resource and economic development, to provide "relevant skill upgrading for all workers throughout their careers," to increase workforce literacy, and to infuse instruction with more state-of-the-art technology.

■ A parallel initiative in "pipeline" articulation is needed to raise sharply the flow and retention of transfer students, particularly ethnic minority students who pursue careers in teaching, science, engineering and public service.

■ Grave urban problems, from dropouts to waste management, call for new levels of cooperation and leadership from public and private institutions, and an Urban Extension Service should be established to help urban community colleges and universities spearhead the solutions.

■ Establishment of the position of Assistant Secretary for Adult and Community College Education would enable the U.S. Education Department not only to better coordinate federal programs with the work of community, technical, and junior colleges, but also to improve inter-agency cooperation and strengthen the educational partnerships involved in training for the employer community.

To this agenda, the community colleges bring a distinct commitment to human resource development. The greater mission of the community college is to serve the civic and cultural aspirations and skill needs of the community, its constituents, and its employers; the college transfer function is just one facet of that mission. In many areas, the community colleges have pioneered the partnerships that serve the needs of employers and the community, but the task has only begun.

The starting line in meeting these challenges is access to institutions of higher education.

Pell Entitlement

The Pell Grant program has never received the recognition it deserves for advancing national competitiveness. It stands with the GI Bills and the tax code Section 127 (employee educational assistance) as federal policy's best generators to develop advanced workforce skills. Inspired in part by the success of the original GI Bill, the Pell Grant has done more by a wide margin than the four GI Bills combined to enable less-affluent Americans to gain the postsecondary education and training to become better workers and better citizens.

The AACJC-ACCT Joint Commission on Federal Relations has from its inception a decade ago urged Congress to make the Pell Grant an entitlement. It should be called the United States Pell Grant so that recipients understand its source.

AACJC and ACCT advocate for the reauthorization a base allowance that is the ***same for all students***, starting at $2,500 the first year. The maximum grant should provide additional cost sensitivity of 25 cents per dollar, up to a first-year maximum grant of $4,000. The base allowance should be indexed for inflation, and should be increased dollar for dollar with increases in the cost sensitivity. The recommendation of a uniform base will promote both access and persistence. Studies indicate that increasing numbers of ethnic minority and disadvantaged students are foregoing college opportunities rather than risk their futures on loans.

Simplified Delivery

The most urgent need in Title IV, apart from grant and loan reform, is the simplification of aid delivery for both students and institutions. Countless potential students are turned away from college by the complicated forms and the daunting process. It is clear that both the Education Department and the colleges are choking on excessive processing and reporting burdens that increasingly defeat the intent and success of the programs. These burdens are the largest cause of professional turnover in the ranks of community colleges' financial aid staff. ACCT and AACJC strongly recommend:

- The application form should be a single page and standard for all institutions and processors.
- A single methodology should be adopted for the calculation of aid awards.

Less-than-half-time

Pell Grant eligibility should be maintained for less-than-half-time students. Working adults have become the majority students of higher education and their career needs are as important to the national interest as those of the so-called traditional students. Exclusion of less-than-half-time students from Pell Grants reduces the opportunities of displaced homemakers, single parents, and under-employed women and minorities to acquire marketable skills; those with full-time jobs on top of home and family responsibilities rarely have time for more than one college course at a time.

Ability-to-benefit

The options for measuring ability-to-benefit (ATB) that were in force before the 1990 Budget Agreement imposed independent third party testing on all institutions receiving Title IV aid should be restored for degree-granting institutions. Federal requirements covering ATB should apply only to those schools whose ATB enrollment exceeds 10 percent of their regular student headcount.

State Student Incentive Grants

The impact of SSIG in augmenting need-based assistance far exceeds the modest federal investment in it. One option to consider for front loading would be an expanded State Student Incentive Grant program, with at least half the leveraged dollars earmarked for freshmen. By participation in SSIG, states take greater responsibility for reducing defaults and improving persistence in their own institutions. SSIG could also be used to good advantage in early intervention, to help at-risk students in middle schools and high schools and give them assurance that grants will be available for college if they complete high school.

TRIO

Community colleges strongly support the TRIO programs (special programs for students from disadvantaged backgrounds), particularly those programs that serve ethnic minority students. With the growth of both community college enrollment and community college participation in TRIO, articulations should be added to the qualifying criteria: four-year institutions should no longer be eligible unless they have comprehensive articulation agreements in force with one or more two-year colleges. Such a provision would make TRIO more consistent with its own "upward bound" philosophy.

Campus-based Programs

The College Work-Study (CWS) and Supplemental Educational Opportunity Grants (SEOG) programs should be reauthorized essentially as written. As an offset to the higher cost of a Pell Grant entitlement, community colleges could support an increase in the institutional share of SEOG from 15 percent to 25 percent.

The range in which institutions may switch funds between CWS and SEOG should be increased from 10 percent to 25 percent.

Stafford Loans

Community college financial aid administrators typically make a creed of urging needy students to resist loans. In the words of Congressman William D. Ford, "loans do not buy equity for needy students, they buy more inequity." In dollar terms, community colleges are the smallest source of defaults [illegible] the major sectors of postsecondary education. A striking example is California, whose 107 community colleges made just 17,800 Stafford Loans last year, while enrolling 1.5 million students. These loans totaled $36 million — a per student average of just $24.

To curb fraud and abuse:

- The first step must be the sweeping simplification of Title IV programs; the sheer complexity and excessive paperwork the programs now entail constantly threaten students and institutions with inadvertent misuses of the aid.

- Accountability for the Stafford Loan program needs to be precisely assigned; the divided accountability that presently exists leaves no one specifically in charge.

- The Education Department should be funded immediately to install a computer system that identifies all aid recipients by Social Security number and driver's license number. This identification should be posted with the Department at the instant an institution awards aid.

- Recipients who obtain aid fraudulently by switching schools, or other means, should face stiff penalties.

Unfortunately, the Department has never been adequately equipped or staffed to provide even-handed compliance. Colleges frequently have been subjected to unwarranted and detrimental criticism in their communities by the Department's release to media of faulty default-rate calculations. The Department's persistent publication of default percentages alone, without regard to total dollars involved, has been equally disruptive.

The default rates of many community colleges would be lower if loans remained credited statistically to the schools where they originated. Community colleges often are charged with the defaults of reverse-transfer students, whose Stafford Loans originated in a four-year or proprietary college. The reauthorization should specify that Stafford Loans will stay in the default calculations of the schools where they were made.

- **Self-regulation** should be sanctioned for colleges whose Stafford Loan population is less than 10 percent of its students enrolled half-time or more in credit programs, and whose default rate is less than 20 percent. Only a brief summary report should be required of such colleges annually.

- The **Income Contingent Loan** program should be abolished.

DIRECT LOANS: AACJC and ACCT support the availability, at the option of the institution, of federally funded direct student loans or the IDEA loans proposed by Congressman Thomas E. Petri, as alternatives or supplements to the Stafford Loans.

The reporting requirements on Stafford Loans have grown into an unreasonable paperwork burden. In California, Virginia and Alabama, among other states, community colleges with comparatively small loan demand are opting out of Stafford Loans because they have found that staffing and reporting costs of the program exceed, or nearly exceed, the loan dollars the student would receive.

REGULATION BY SECTORS: Unless Congress goes to a direct loan program, the Education Department should be granted authority to regulate loans by sectors. Community colleges, state colleges, independent non-profit institutions, and proprietary schools all have very different problems and needs in servicing and managing their loan portfolios. While community colleges serve the largest enrollments of at-risk students, they represent the smallest sector of the default problem in dollar terms. While Congress chooses for reasons of equity to make no distinction in assistance available to students in non-profit colleges and those in proprietary schools, equity is lost in the Department's efforts to regulate all sectors by the same rules. Likewise, efforts to increase the job skills of both the economically disadvantaged and the workforce as a whole will suffer if the law allows only one option for measuring "ability to benefit."

To help higher education fulfill its larger potential and role in a national human resource strategy, the reauthorization should provide a new partnership program with a dual focus:

- To provide, again in the words of the National Governors Association, "access to relevant skill upgrading for all workers throughout their careers."
- To close the college transfer breach and build a seamless "pipeline" of postsecondary opportunity in science, engineering, teaching, and public service.

The nation can achieve a superior workforce only if personnel have continuous and convenient access to postsecondary training for as long as they wish to hold jobs. Because such upgrading is increasingly postsecondary, the higher education community should shoulder the larger responsibility for it. In order to do that changes must come on two fronts:

- First, even as older, working students have become the majority population of American campuses, most four-year colleges remain largely programmed for the convenience of younger students. The vast majority of Americans who will constitute workforce 2000 already are on the job. The hope of building a competitive workforce in the next decade lies in boosting their competencies and lengthening their careers. The wage and productivity increases flowing from their extended skills would repay the training investment many times over in added payroll taxes and lower Social Security and social service costs.
- Second, the national interest is ill-served by the poor state of articulation among collegiate institutions in many states. Curricular articulation often is most woeful in the areas of highest national need – science, mathematics, engineering, and teacher development. The problem is at least as detrimental to older workers seeking marketable skills as it is to traditional students seeking transfer between two-year and four-year colleges. The convenience and equity of the students must come first in articulation, not the turf claims of academics.

Flexibility should be the hallmark of partnerships between higher education and the employer community. Experience has shown the community colleges that they increase enrollment and program quality and reduce costs when they deliver courses at work sites that provide state-of-the-art equipment and facilities.

Employer and employee preferences should determine the modes of program delivery wherever they are feasible and consistent with accredited standards. The students' educational and career mobility should be the first consideration in all such options, from cooperative education and youth apprenticeship to Tech-Prep and advanced placement. American education should not find it necessary to "Europeanize" itself to achieve a world-class workforce; yet it should offer students, workers, and employers the kind of articulation and credit exchange model found in the Servicemembers Opportunity Colleges.

The Cooperative Education program should be reauthorized as part of the employer-college partnerships, to achieve much broader application of its demonstrated potential in school-to-work transition.

This proposed new title should provide planning grants and assistance only to partnerships in which two-year and four-year colleges articulate both with each other and with federal programs that promote education and training for underemployed adults and dislocated workers. It should promote replication of proven cooperative education and the Tech-Prep/Associate Degree Program models. It should favor partnerships that involve employers with state-of-the-art facilities and equipment that promote networking in both instructional technology and library resources.

Articulation and Program Development: "Pipeline" Improvement

President Bush's budget references to the missing "pipeline" pinpoint one of the gravest impediments to American competitiveness, which is the inadequate curricular articulation in science and engineering education. Largely ignored through the years by both the Education Department and the National Science Foundation, this problem short-circuits both the supply of highly trained scientists and teachers and the productivity of the workforce as a whole. In particular, many more ethnic minority students must be encouraged in these fields. The Bush budget's (FY'90) apt words on the "pipeline" are worth repeating:

> Even if the historic average holds, and 5 percent of 18-20 year olds obtain S & E degrees, the resulting shortfall in the S & E workforce could reach into the hundreds of thousands. Moreover, many students with an expressed interest in science and engineering careers leave the pipeline before getting a degree in science and engineering. This is particularly true for underrepresented minorities. Currently Black and

Hispanic children constitute 25 percent of our school children; by the year 2000 this percentage will rise to 47 percent. Yet it is these groups that are now the most underrepresented in the S & E workforce. . . .

The problem calls for strong and immediate cooperation between the Education Department and the National Science Foundation. Articulation grants should be made to high schools, community colleges, and four-year schools to form ***partnerships*** that enable their faculties in science, engineering and technology to build and maintain continuity in learning and the most efficient transfer tracks. The Education Department and NSF should also work with the Labor Department to provide additional grants that help such partnerships to answer the critical skill needs of employers.

The Minority Institutions Science Improvement Program (MISIP) could make a substantial contribution to "pipeline" improvement if its authorization were increased tenfold, allowing colleges with concentrations of Hispanic enrollment to become as much the focus of the program as the predominantly Black colleges. Likewise, the Fund for the Improvement of Postsecondary Education (FIPSE) should be reauthorized with a new focus, giving priority to initiatives and innovations that promote "pipeline" articulation and human resource development.

Assistant Secretary

To direct these initiatives, ACCT and AACJC ask Congress to provide an Assistant Secretary for Adult-Community College Education and Educational Partnerships. Even as community colleges have grown into higher education's largest sector, now enrolling six million students in credit and degree programs and another four million in non-credit continuing education programs, the Education Department has done little to employ administrators and specialists from community college backgrounds. A key role of this Assistant Secretary would be outreach to other federal agencies, to corporate and employer communities, and to other programs within ED that support education and training programs in order to maximize coordination and return on the taxpayer investment. An educational "pipeline" that delivers comprehensive human resource development cannot be achieved without such coordination among federal programs and the employer community.

[illegible]SION

A national strategy for human resource development, to be successful, faces among other tasks the daunting challenge of revitalizing employment and economic opportunity in the urban centers. Community colleges and urban universities could be used to much greater advantage through the formulation of an urban extension service, modeled after the vastly successful rural extension service.

Specialists from the universities and community colleges could work hand in hand with city governments in action oriented, problem solving approaches to a variety of pressing urban needs under such a program. A new partnership of federal and city agencies and urban colleges could target such urban priority needs as:

- Strengthened entrepreneurship and small business (incubators).
- Worker training and retraining.
- Organizational development for community-based organizations.
- Citizenship skills.
- Literacy and adult basic education.
- Student literacy corps.
- Cultural enrichment through joint art, theater, and musical events.
- Hotline networks to provide crisis counseling and combat drug problems.
- Infrastructure planning and renewal.
- Child nutrition and family learning programs.
- Improved community health networks.
- Senior citizen education.
- Home extension services.

[illegible]

The Strengthening Institutions program (Title III) has contributed more than any other HEA program to the advancement of institutional quality, notably in colleges serving larger enrollments of ethnic minority and economically disadvantaged students. Its importance has been consistently affirmed by Congress by higher funding than any other non-Title IV program. AACJC and ACCT strongly support the renewal of Title III. The Part A floor of $51 million for community colleges enacted in the 1986 Amendments was a reaction in part to Title III's neglect of two-year colleges in its early years and should be renewed. This Title should be renewed and ***the wait-out period should be abolished***. It hurts the momentum gained from a successful Title III project in a college that deserves consideration for another grant. Special attention should be given toward strengthening the endowment section of this Title enabling colleges to leverage private dollars many times over.

Community colleges feel strongly that the endowment Challenge Grants should be expanded and open to all colleges that establish Title III eligibility. Confining such grants to those schools that currently receive Title III support is inconsistent with the basic intent of the program. Elimination of this restriction would widen considerably Title III's impact on institutional quality, by accelerating private contributions to endowments for the otherwise eligible Title III schools and leveraging the federal investment.

The criteria given in the 1986 Amendments sharpened the focus and equity of Title III and should be retained. Authorizations for each Part should be increased, and regional and national consortia of needy schools should be made eligible. For rural and urban colleges, consortia could be especially effective in meeting some of their toughest problems.

ACCT and AACJC also propose that the Minority Institutions Science Improvement Program (MISIP) be added to Title III, with a ten-fold increase in its authorization.

Instruction, access, networking, and articulation can all benefit from the rapid growth of communications technologies, as well as from technology transfer from both industry and governmental research and development. Business, industry, and state governments should be encouraged by federal incentives to help colleges form resource sharing networks, using state-of-the-art technology to increase access for working adults, enhance language and civic skills for the growing non-English speaking population, and raise both the quality and availability of technical and professional education. The most pressing needs are in curriculum development, instructional systems, library and information networks, technology transfer, simulated learning, and in-service training.

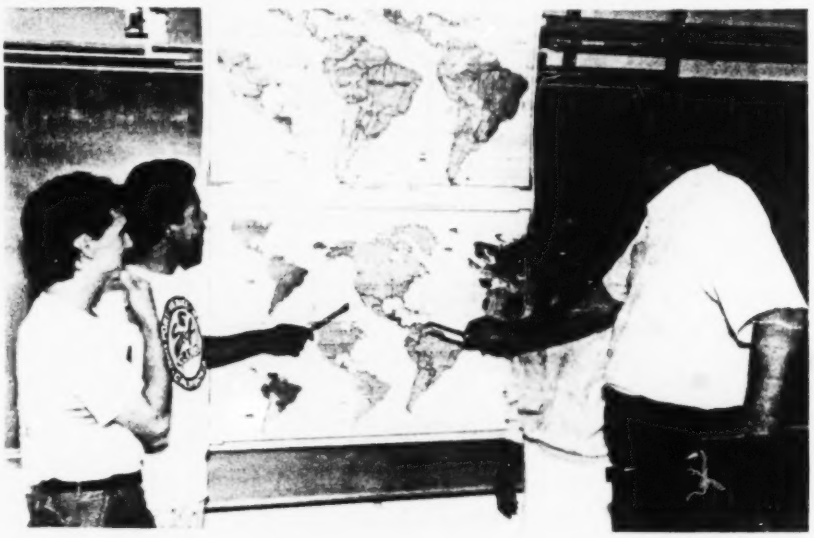
Higher education serves a highly mobile population, who prefer their instruction at the nearest delivery point. Competing demands make such students impatient to see instruction linked electronically to improve a variety of services, from library collections and counseling to course descriptions, transcripts, and the transfer of course credits.

Colleges generally lag in outreach to homebound learners, adults with full-time obligations to work or family, and students in rural areas and communities isolated from campuses. New technologies brighten the hope that these students can be better served through long distance learning. Federal incentives should encourage initiatives in these areas.

Innumerable advances in technology, accumulated from contract research, are being stockpiled by federal agencies rather than put to classroom and other productive use. The need for technology transfer, especially in instructional technology, is most acute in the Department of Defense (DOD). The reauthorization should sanction the broadest possible application of such advances.

The rising national need for American expertise in languages, area studies, and other international fields — spurred by the President's quest for a new global order — call for the expansion of Title VI programs and a commitment to undergraduate teaching in these fields at least equal to the Title's current support of graduate studies.

Language barriers have become a formidable handicap to Americans and American interests both domestically and globally. Because community colleges are the doorway to higher learning for the majority of women and minorities, as well as immigrants and first generation citizens, and to cross-cultural understanding for enormously di-



Current Higher Education Act

Title I: Postsecondary Programs for Nontraditional Students – Authorizations support program and planning grants for institutional development; adult continuing education staff devel opment; adult learning research; the National Advisory Council on Continuing Education; and the Student Literacy Corps. FY'91: Student Literacy Corps – *$5 million.*

Title II: Academic Library and Information Technology Enhancement – Provides grants for college library resources; library training, research, and development; strengthening research library resources; and college library technology. FY'91: *$11 million.*

Title III: Institutional Aid – Part A grants for "Strengthening Institutions" are intended "to improve academic quality, institutional managemen, and fiscal stability"; " Challenge Grants" are for building institutional endowments. Eligible institutions are those serving a disproportionate percent of needy students, spending less than average per student, and meeting other criteria; Part B grants assist Historically Black Colleges and Universities (HBCU's). FY'91: *$205 million.*

Title IV: Student Assistance – Authorizations support Pell Grants, campus-based student aid programs (Supplemental Educational Opportunity Grants, Perkins Loans, College Work-Study), State Student Incentive Grants, and the Stafford Student Loan program, along with provisions for need analysis. Title IV also includes: Special Programs for Students from Disadvantaged Backgrounds (TRIO); Veterans Education Outreach; the Robert C. Byrd Honors Scholarship Program; and general provisions relating to student assistance, including requirements that affect the Multiple Data Entry (MDE) application process. FY'91: *$13 billion.*

ACCT-AACJC Reauthorization Proposals

Partnerships for Economic Development – Titles I, VIII, and XI should be converted into a comprehensive network of employer-college partnerships to accelerate workforce development, close the college transfer breach, and build a seamless "pipeline" of postsecondary opportunity in science, engineering, teaching and public service. Cooperative education should be incorporated in the employer-college partnership initiative, in order to broaden its role in workforce development.

Instructional Technology Development – Federal incentives should encourage telecommunications in curriculum development, instructional systems, library and information networks, technology transfer, and in-service training. Special initiatives should be targeted at homebound learners, adults with full-time obligations to work or family, and students in rural areas and communities isolated from campuses.

Institutional Aid – The Part A floor of $51 million for community colleges should be renewed and the wait-out period should be abolished. Endowment Challenge Grants should be substantially increased and open to all colleges that establish Title III eligibility. Authorizations for each Part should be increased, and regional and national consortia of needy schools should be made eligible. The Minority Science Improvement Program (MISIP) should be added to Title III, with a ten-fold increase in its authorization.

Student Assistance – The Pell Grant should become an entitlement with a base allowance that is the same for all students, starting at $2,500 the first year. The maximum grant would increase to $4,000. Pell Grant eligibility should be maintained for less-than-half-time students. Student aid delivery should be simplified for both students and institutions with a single page application form and a single methodology for the calculation of aid awards. The options for measuring ability-to-benefit under the 1986 amendments should be restored for degree granting institutions. The range in which institutions may switch funds between CWS and SEOG should be increased from 10 percent to 25 percent. Self-regulation should be sanctioned for colleges whose Stafford Loan population is less than 10 percent of its students enrolled half-time or more in credit programs, and whose default rate is less than 20 percent. Unless Congress adopts a direct loan program, the Education Department should be granted authority to regulate loans by sectors.

erse adult student populations, the faculty of community colleges need much greater access to study abroad and to the international resource centers at domestic universities and the area resource centers abroad. In contrast to the graduate students who use such centers primarily for research, community college faculty would use them for instructional enrichment.

As presently written, Title VI provides only a 10 percent setaside for undergraduate education. Only 16 percent of this funding in FY'90, amounting to just 10 grants, went to community colleges – far out of proportion to community college potential for advancing language studies and international education. The Title VI authorization for undergraduate programs should equal the authorization for graduate work, if the nation is to excel in these fields.

Today's need for good teachers is the most acute the nation has faced. Only world-class teachers can produce world-class schools. To replace retirees and staff new courses, the need in community colleges could exceed 500,000 new by the year 2000. The accelerat- and for worker training and re- ng could push credit enrollment in the community, technical, and junior colleges from the current six million to nine million students within the decade; an increase of 500,000 students is expected in the California community colleges alone. The demand for new teachers will be much greater still at the elementary/secondary levels.

Yet supply is but one facet of the teaching profession's multi-dimensional problem; changing demographics have heightened the need for cultural diversity and minority leadership in the classrooms and for the recruitment and retention of minority teachers, while global competition has elevated the importance of subject mastery. Looking at any or all of the National Governors Association's six goals for education, the indispensable ingredient is teacher excellence.

The Higher Education Act's support for professional development should be similarly multi-dimensional. Though community colleges are centered in classroom instruction and serve the majority of Americans starting college, they are poorly utilized as a source of new teachers and teacher development. Scholarships should be authorized for community college graduates, particularly minorities, who want careers in teaching. The professional "pipeline" in teaching could be strengthened by greater community college participation.

Title V should be redrawn to direct some of the dollar flow to community, technical, and junior colleges for purposes of in-service professional development activities. With an estimated one-half of the faculty and administrators leaving colleges during the decade of the 1990s, professional staff development moves beyond being a nice thing to do . . . to being absolutely essential.

Community, Technical, and Junior Colleges

Phenomenal Growth: The number of community, technical, and junior colleges grew from 500 in 1920 to more than 1,200 in 1990; student credit enrollment increased from 100,000 to approximately six million during the same period. More than four million additional students are served through non-credit community services and courses.

Forty-three percent of all postsecondary students taking college credit courses and over half of all first-time freshmen are enrolled in community, technical, and junior college.

More than half of the students enrolled in community, technical, and junior colleges are 25 years of age or older. The average age is 28. Part-time students account for 67 percent of all enrollees, with the vast majority holding part-time or full-time jobs.

Only 47 percent of students at public community, technical, and junior colleges receive financial support from their parents (compared to 70 percent at four-year colleges) and only 29 percent receive some form of financial aid.

Ethnic minorities comprised 23 percent of the enrollments in community, technical, and junior colleges in 1988 and 46 percent of all ethnic minority college students attended these institutions.

During the 1980s, Associate Degrees led the field in percentage growth among higher education awards and Associate Degree holders had the highest rate of employment. Average monthly earnings for Associate Degree holders increased nearly 23 percent from 1984 to 1987. Associate degree recipients earn 29 percent more than high school graduates who do not continue their education.

Over 75 percent of public community, technical, and junior colleges provide local businesses and industries with customized employee training.

Community, technical, and junior college students who transfer to four-year colleges and universities continue to succeed academically.

Current Higher Education Act

Title V: Educator Recruitment, Retention, and Development – Programs include midcareer teacher training for nontraditional students; school, college, and university partnerships; professional development and leadership programs and teacher fellowships and scholarships. FY'91: Paul Douglas teacher scholarships – *$15 million;* school, college, and university partnerships – *$4 million.*

Title VI: International Education Programs – Authorizations support international and foreign language studies and international business and education programs. FY'91: *$40 million.*

Title VII: Construction, Reconstruction, and Renovation of Academic Facilities – Grants and loans are provided for construction and renovation of academic facilities and college housing. FY'91: *$68 million.*

Title VIII: Cooperative Education – Programs enable students to combine academic training and work experience, also assist demonstration and innovation projects, training and resource centers, and research in cooperative education. FY'91: *$13 million.*

Title IX: Graduate Programs – Authorizations include grants to institutions to encourage minority participation in graduate education; Patricia Harris Fellowships (need-based post-baccalaureate); Jacob Javits Fellowships (arts, humanities, social sciences); graduate assistance in areas of national need; legal training for the disadvantaged (CLEO); law school clinical experience. FY'91: *$63 million.*

Title X: Postsecondary Improvement Programs – Authorizations include the Fund for the improvement of Postsecondary Education (FIPSE); the minority science and engineering improvement programs; and innovative projects for community service and student financial independence. FY'91: *$22 million.*

Title XI: Partnerships for Economic Development and Urban Community Service – Purpose is to encourage the involvement of postsecondary institutions with government, industry, and labor to promote economic development and job creation. FY'91: *$2 million.*

ACCT-AACJC Reauthorization Proposals

Professional Development – Because community colleges serve the majority of higher education's first-time students, they will play a major role in increasing excellence, cultural diversity, and minority participation in the teaching profession at all levels. Scholarships should be authorized for community college students who pursue teaching careers, and grants provided for in-service development of community college faculty. Scholarships should be authorized for community college graduates, particularly minorities, who want careers in teaching.

International Programs Development – Title VI authorization for faculty in undergraduate programs should equal the authorization for graduate work. Community college faculty should have greater access to study abroad and to area resource centers abroad and international centers at U.S. universities.

Academic Facilities – No changes recommended.

Cooperative Education – See proposal on Partnership for Economic Development

Graduate Programs – No recommendations.

Math, Science, and Technical Education Development – The Minority Science Improvement Program (MISIP) should be increased ten-fold. Likewise, the Fund for the Improvement of Postsecondary Education (FIPSE) should be reauthorized with a new focus, giving priority to initiatives and innovations that promote "pipeline" articulation and human resource development.

Urban Extension Service – An Urban Extension Service should be established to create a new partnership of federal and city agencies with urban colleges to target efforts on urban problems. The initiative should encourage worker training and retraining, organizational development for community-based organizations, citizenship skills, and literacy and adult basic education.

For further information on the Reauthorization of the Higher Education Act contact:

American Association of Community and Junior Colleges
One Dupont Circle, Suite 410
Washington, DC 20036

Association of Community College Trustees
1740 "N" Street, NW
Washington, DC 20036

Federal Relations Staff

Frank Mensel
Vice President for Federal Relations, AACJC
(202) 728-0200
Director of Federal Relations, ACCT
(202) 347-1740

Melanie Jackson
Assistant Director of Federal Relations, ACCT
(202) 347-1740

Ashley Gray
Legislative Associate, AACJC
(202) 728-0200

Association of Community College Trustees
1740 "N" Street, NW
Washington, DC 20036

Nonprofit Org.
U.S. POSTAGE
PAID
Permit No.
8841

ERIC Clearinghouse for
Junior Colleges
MAY 24 1991